

DOCUMENT RESUME

ED 174 378

RC 011 567

AUTHOR Simmonds, W. H. C.
TITLE Through Human Eyes: A New Approach to the Problem of Workforces in Remote Areas.
INSTITUTION National Research Council of Canada, Ottawa (Ontario).
PUB DATE Apr 75
NOTE 19p.

EDRS PRICE MF01/PC01 Plus Postage.
DESCRIPTORS Adjustment (to Environment); Community Development; Community Planning; Community Satisfaction; Employee Attitudes; *Employer Attitudes; Employer Employee Relationship; Environmental Influences; Family (Sociological Unit); *Human Engineering; Job Enrichment; Labor Conditions; Labor Force; *Labor Problems; Labor Supply; *Labor Turnover; Quality of Life; Relocation; *Rural Areas; Rural Development
IDENTIFIERS Canada (North)

ABSTRACT

The often unstable workforce in remote areas can possibly be strengthened by stabilizing adjacent human settlements with community design which works from the inside out to emphasize the human, social, cultural, and environmental aspects of the settlements. Because stresses resulting from isolation, loss of social relationships, lack of stimulation, and harsh environment can be offset by high levels of human response, remote communities should reinforce the individual's sense of being by emphasizing his memberships in various social groups. Communities should reflect the fact that they are for people. They should be designed for families and should promote emotional stability. Housing should be flexible to allow for individuality. Transportation and services should be carefully handled. Current and future opportunities for indigenous peoples should be considered as should possibilities for early diversification. These and other criteria have implications for employers who can help control labor turnover in remote areas by reducing the shift work that is so damaging to families, reversing their approach to recruitment, adjusting the under-30 sex ratio, and "freight-equalizing" FM entertainment and communications. An appendix contains a status report on the American family. (SB)

* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *

ED174378



THROUGH HUMAN EYES:
A NEW APPROACH TO THE PROBLEM OF
WORKFORCES IN REMOTE AREAS

by

W.H.C. Simmonds
National Research Council of Canada,
Montreal Road,
Ottawa, Ontario, Canada, K1A 0R6

SUMMARY

The need continues for more stable workforces in remote areas. A new approach is being developed which focusses on the conditions of stability in human settlements. If these can be met to a higher degree than has usually been the case in the past, the possibility of greater stability in the workforces of adjacent industries may increase. The paper discusses ways of achieving these objectives.

U.S. DEPARTMENT OF HEALTH,
EDUCATION & WELFARE
NATIONAL INSTITUTE OF
EDUCATION

THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL NATIONAL INSTITUTE OF EDUCATION POSITION OR POLICY

"PERMISSION TO REPRODUCE THIS
MATERIAL HAS BEEN GRANTED BY

W.H.C. Simmonds

TO THE EDUCATIONAL RESOURCES
INFORMATION CENTER (ERIC)."

RC 01 1567

THROUGH HUMAN EYES:
A NEW APPROACH TO THE PROBLEM OF WORKFORCES IN REMOTE AREAS

Industries operating in the remoter parts of a country, in unusual geographic or climatic locations, or in small communities, have frequently experienced trouble in maintaining stable workforces. Problems arise due to the working conditions, to the business cycle which affects operating ratios and demand for labour, and with instabilities in the associated human settlements or communities. These in turn are affected by domination by the company concerned, by isolation or unfamiliar living conditions, by differences in ethnic mix, and by deprivation of normal facilities and stimuli. Such deprivations may be real or simply be felt. The net effect is to increase the turnover rate above that experienced in urban areas and thus to raise unit costs substantially when all relevant items, direct and indirect, are included.

DESIGNING OUTSIDE→IN OR INSIDE→OUT

The conventional approach is to develop a proposal for a mine, smelter, forest operation, etc. in conventional techno-economic terms, derive the required workforce, and contract for an appropriate community. Most companies will include in the community specification the results of their previous experience plus such other surveys, etc. which they feel may be wise in view of the particular circumstances of a project.

This is designing from the outside inwards towards the human beings ultimately involved.*

The technical, economic, financial, jurisdictional and regulatory requirements are met first for each body or authority involved, and the human beings get the residue,** i.e. what is left. Normally, they have no say in the design, layout or arrangement of the community.

*Webber, James B. has used a similar terminology for planning, "Planning from the Outside In." Management Rev., March, 1974, 5-11.

**Ward, Barbara, "

Since many remote communities have simply reproduced a typical southern Canadian or American suburb in layout and construction, it is not surprising that problems have developed when these are transferred into quite different circumstances.*

The recent Design Assembly organized by the National Design Council** suggested an alternative - designing inside out, i.e. designing through human eyes, the eyes of those involved, whether they are managers, workers or dwellers in the community. By approaching the design problem this way, emphasis is placed on the human, social, cultural and, to some extent, the environmental aspects first. But the Frontier Community demonstration project of the Design Council went a notch further; it pointed out the need to establish criteria for human, social and cultural stability as the key to the successful development of human settlements and communities in remote and less accessible places. This led to the next step, that such criteria did not seem to be readily available, which indicates our lack of interest in this side of the problem.

The final question is whether a more stable community would, or could, be maintained opposite a single employer with variable requirements. While there are obvious problems here, it seems likely that a more humanly stable community would increase, rather than decrease, the stability of a workforce.

STABILITY CRITERIA FOR HUMAN SETTLEMENTS

The basic criterion for assessing the position of a person is their perception of their sense-of-being in regard to the situations which affect them.***

*Tester, F.J., "The Impact of Our Current Frontier Communities on Human Aspirations," in "Human Aspirations and Design Excellence," School of Social Welfare, Univ. of Calgary, Alta., Jan. 1975, p.11-25 and background paper No. 6.

**National Design Council Assembly, "Design Excellence. A National Objective," 24-25 February 1975.

***For sense-of-being, see Simmonds, W.H.C., "Social Criteria: Aid to New Decision-Making," The Business Quarterly, 39, No. 2, 32-37 (1974).

If a change occurs, is my sense-of-being as a human being enhanced or diminished? and, if so, to what extent?

This is the essence of designing - looking at a situation - through human eyes.

The individual can sense this in relation to hiemself*; to others such as hiers* family, ethnic or religious groups, workgroup, recreational group(s), etc.; to the community and its organization; to hiers employer; and beyond the community to the range of authorities of one sort or another which affect all of us sooner or later.

The stability condition, which applies at this level to all of Canada, is that the net perception of an individual of hiers sense-of-being must be positive, i.e. a sense-of-well being.**

For the mid-north and the Arctic, a higher level of individual response is necessary for a southern Canadian (but not for an indigenous person) to offset the felt isolation, unfamiliarity, and poverty of stimulus of a new, and, to most southerners, a harsh location.***

The question then arises as to the factors which reinforce a person's sense-of-being, and what are the ways to reinforce them to higher levels to counterbalance the negative inputs experienced by southern Canadians in the mid- and far-north.

MEMBERSHIP

The concept of membership appears to be the answer to this

*To avoid repetition: him/her = hiem; his/hers = hiers; himself/herself = hiemself.

**Henderson, D.W., in his work on "Social Indicators: A Rationale and Research Framework," Economic Council of Canada, 1974, ch. 3, suggests from the societal viewpoint a further breakdown into (1) material well-being, (2) socio-cultural well-being, and (3) some sort of equity with respect to the first two.

***Zrudlo, L., "Psychological Problems and Environmental Design," Conference on Building in Northern Communities, Université de Montréal, May, 1973, published by the Arctic Institute of N. America, 1974, 118-126.

question.* Human beings can stand total isolation only for so long. They need nearly continuous interaction with their physical environment to maintain their physical well-being. They need frequent contact and interaction with their fellow human beings to maintain their psychological and emotional well-being.

Throughout the world this has been achieved by the formation of, and membership in, groups. These memberships confer duties and responsibilities in return for rights; they also give assurance to the individual that s/he** is wanted, and that s/he has something useful to contribute in his own right. Through such contributions the individual obtains food, clothing, and shelter, reproduces, and acquires self-esteem, identity, status, and a sense of order and meaning in the process.*** Through such memberships social order is passed on, and cultural heritage transmitted.

These relationships can be set out in matrix form as shown in Figure 1, which brings out the double or two-way nature of these relationships as well as their number and variety.

The stability condition for all Canada can now be expanded: the net assurance perceived by an individual from the totality of his memberships must be positive; and in the case of the southern Canadian in the north: the net assurance perceived by the individual from the totality of his memberships must exceed the additional deterrence exerted by the location.

It will also be clear that what is true for the individual must also be true for the groups within the community *pari passu*.

*Vickers, Sir G., "Making Institutions Work," Assoc. Bus. Planners, London, 1973.

**s/he = he/she.

***Statement by J. O'Toole in the hearings on "American Families: Trends and Pressures, 1973," p. 98-109 and Appendix C, U.S. Government Printing Office, 1974. Prof. O'Toole attributes these to work, paid and unpaid, using the definition of work as "any activity that produces something of value for other people." Here we are concerned with the value of work to the worker himself.

Thus the design of a frontier or remote community must very consciously build in human and social reinforcers; in addition, the community itself must learn what are reinforcers for them and ensure that their learning experience is incorporated in further development or change in the community.

We can now set out the basis for design and then consider ways of achieving it.

DESIGN CRITERIA FOR STABLE REMOTE COMMUNITIES

The first criterion is to design and build, and to be seen to design and build, for people:*

1....Communities are for people.

Even when the basic philosophy of design was divine, geometrical, proportional, visual patterns, historicist, structurally or functional efficient,** it was still for people! This question can therefore only be answered by the dwellers in the community, leading to design criterion no. 2.

2....Communities must be felt to have been designed for people by their inhabitants.

To obtain the needed assurances from the fact of having members of different groups, the spatial and temporal features of the community must be congruent, i.e. must make this possible.

3....The physical layout must reinforce the expected membership format both in space and in time.

Certain decisions of a technical nature must be taken in regard to services. These include transportation, public vs private, and in remote areas closed-in dune buggies with balloon tyres and closer building spacing vs conventional autos and 66' spacing. The handling of water, fuels, electricity, and sewage also requires specification, subject to the first three design criteria.

*Jacobs, Jane, "The Death and Life of Great American Cities," 1961.

**Tzonis, A., "towards a non-oppressive environment," i Press Inc., Boston, 1972.

4....Transportation/Services decisions.

Some comments are necessary at this point. Firstly, the reinforcing influence of the family can no longer be simply taken for granted, as shown in Appendix I for the United States. There is no family policy in that country (unlike European countries and Israel) and no department nor agency responsible for the family. Current policies are believed to be having a separating, segmenting, dehumanizing effect on the family. Children are being increasingly cut off from the adult world (except as seen through TV) and children of different ages, leading to growing dependence on their own age group and its peers, to the point where children educate children; the old are thrust out; neighbourhoods and communities are torn down to be rebuilt, but are rebuilt in ways that do not restore their human, social and cultural character; and the prime influence of TV turns out to be, not the violence and the murders, but the veil of silence it draws between members of a family.*

One of the most important elements of designing through human eyes is therefore the family and the aggregation of its members to restore contact across generations and between age groups; to promote conversation and communication amongst family members of all ages. As Dr. Margaret Mead commented to Senator Mondale in the U.S. hearings on "American Families: Trends and Pressures, 1973," "we have never discovered any other way to produce responsible adult human beings except through the family." Once the current situation is realized, reinforcement of the family becomes, therefore, a prime method for attaining a more stable workforce.**

5....Design for families.

The second element is the effect of smaller and smaller families on the ability to handle emotional difficulties or conflicts. The two

*See Appendix I. Once the iron curtain, now the electronic veil; one intended, the other unintended.

**See Appendix I.

most powerful contributors to these are economic for everyone and cabin fever in the far north. As Dr. Carolyn Moynihan has pointed out, it takes three people to resolve emotional disputes and the average number of people per household in the U.S. has fallen to 3.0 in 1973 from 3.7 in 1940. What will happen when it drops below three?

One possibility to consider is to develop substitute extended families, i.e. to increase the number of people available for resolving emotional conflict by placing dwellings sufficiently close that their occupants have easy access to a larger group.* Such groups of dwellings will probably attract members of the same ethnic/religious/linguistic groups. Groups of these would form a sub-community within the main community with the task of welcoming and assimilating new members. However, the people concerned may have other ideas on these points. Clearly this is a point which requires looking into further.

6....Design in conditions for emotional stability.

The previous section and design aim #6 point up the need for an on-going interaction between the inhabitants, the community planners viewing further enlargement or development, and the relevant authorities. The basis of design through human eyes is far from perfected. Thus the creation and use of a feed-back, feed-forward mechanism is vital to meet design aim #2 (the community must be perceived to be designed for inhabitants), to create and maintain their involvement and personalization** (design aim #1 - communities are for people), and to offset the 'weight' of the corporate presence. Possibilities in this area have been set out by the University of Calgary group, who also underline its basic

*Considerable information exists on friendship formation among apartment dwellers. See, for example, Homans, George, "Social Behavior: Its Elementary Forms," Harcourt Brace, 1961. Counselling services should be available — later — if necessary — and only then. The aim here is preventive.

**Note that the word personalization reads oddly - we are so used only to its antonym - depersonalization.

importance in terms of human aspirations.*

7....Design must be evolutionary.

Further corollaries to this are new methods of financing home purchase and sale in communities, the length of existence of which may be uncertain (for example, through some form of provincial housing scheme which averages or levels the risk across the province in regard to mining communities); direct influence from users seems highly necessary in some cases on the suppliers of housing; and much higher degrees of flexibility within housing appear possible. Such flexibility can be attained by the use of the minimum number of fixed walls, movable internal partitions based on bedroom and entrance cupboards and kitchen units, and by the choice of appropriate appliances (for example, dry, microwave cooking vs conventional wet cooking, the place of the new food preservation units vs conventional refrigerators, etc.). Development along these lines is being taken to reduce the cost of apartment buildings.

8....Increase housing flexibility.

In this way, basic home designs can be personalized, made individual to express the aspirations of one human being, instead of being 'earthcraft' into which dissimilar humans must fit identically.**

Community development also includes orientation and diversification to the new community, which leads to the position of the native peoples.

*Hawkes, F.J. et al., "Human Aspirations & Design Excellence," School of Social Welfare, University of Calgary, 29 Jan. 1975, 57-59, Appendices 4 (J. Prager, "Community Political Decision-Making Structures"), 12 (K.R. Perrson, "An Outline for the Design and Management of New Northern Communities"), 14 (W. Shera, "The Incorporation of Social Criteria in New Community Development").

**Note how small the difference has to be to tilt a situation from one which makes a person feel slightly less human ("I must conform to it") to one which, by giving him opportunity and choice enhances his humanness ("it must conform to me")!

The design principles, 1-7, given above apply equally to them, with the important proviso that the so-called isolation, the so-called unfamiliarity and the so-called lack of stimuli mean nothing to them. For native peoples, they are the normal.

Thus, the key to indigenous people must lie in recognizing their superior skills for orientation in regard to living in these areas, to their understanding of the environment, and to their adaptation and adaptability to the climate and geography. But they face one difficult fact. If economic development occurs, the ratio of indigenous to outside persons shifts extraordinary rapidly against them, whether in Canada, Alaska, Greenland, or the Soviet Union. They must be reinforced, therefore, not against the climate and the isolation, but against a sudden immersion amongst foreigners.

Communities are for people, but which people if the ratio is 10:1 or more against the indigenous peoples?

To what extent, or to how many, can an economically based community be perceived to be the same? Stated differently, can the same community be designed through different pairs of eyes?

For those native persons who elect to stay, we can:

9....Design in current and future opportunities for indigenous peoples.

This means setting deadlines, for example, that government officers dealing with indigenous peoples shall be native persons. If this is laid down, it will happen;* if not, it will somehow always be next year (known as the first law of paternalism).** The tourist requirement mentioned

*The writer claims no expertise; merely that, if certain design principles are acceptable for the southern Canadian or immigrant, the indigenous peoples cannot by any principle of social justice or fairness be treated less.

**cf. "Science and the North," report of the seminar on guidelines for scientific activities on Northern Canada, Sub-Committee on Science and Technology, Advisory Committee on Northern Affairs, Mont Gabriel, Que., 1972.

later is a natural; so should be environmental problems and recreational opportunities and businesses. The corollary is the provision of training facilities as necessary and an equal chance at funding now.*

A further principle is the diversification of business in the community as soon as possible, in most cases initially for tourism. Contrary to what is stated, Canadians may actually be interested in their own north just as soon as facilities and appropriate charter rates operate there.**

10....Design in early diversification.

Diversification, non-company ownership of homes, normal shopping, 'freight-equalization' of communications and F-M entertainment all help to dispel the company town atmosphere and to this extent facilitate the development of community.

THE FURTHER DEVELOPMENT OF THE DESIGN CRITERIA

Both the Calgary group and Zrudlo have developed design criteria further in the following terms, as given in the two references:

<u>Human Aspirations</u>	<u>Univ^y of Calgary Group¹</u>	<u>Zrudlo-Institute for Creative Studies, Wash.²</u>
1.	Security	Security
2.	Diversity	Identity
3.	Competency	Stimulation Isolation

¹See Ref. 2, page

²See Ref. 3, page 3.

Some of their proposals are referred to below.

IMPLICATIONS TO AN EMPLOYER

1. The aspect of employee turnover most under the control of an employer is the working conditions. These normally involve shift work,

*Exclusive of native claims which have not yet been settled for most of the parts of Canada affected. The future and plans of native peoples are bedevilled by this continuing uncertainty.

**The potential of STOL aircraft such as the DHC-7 in the North and for tourism is currently under study.

which the study on "Work in America" as reported to the Secretary of Health, Education and Welfare states to be inimical to marital stability.* Changes in the nature of shift work and the number of people required on the night shift are currently being reexamined; some people may even prefer it (cf. lighthouse keepers and forest watchers). In some cases, technological changes may be possible to obviate or reduce it.

2. The next step concerns bringing the random aspect of high turnover rates under better control. The principle here is to reverse the approach by selling a positive human experience instead of (just or negative) work. Workforces are always likely to contain a mixture of older, relatively stable and married persons, with a younger, more volatile group. The youngsters should be appealed to on the basis of a unique living experience for a limited time (3, 6, 12, 18 months). Every young Canadian should know what his country is like and spend a year or so in the north finding out. The sales approach is therefore that of the tourist industry, not that of Canada Employment. The concept of 'Charterwork' springs to mind. Spend a year, six months, with us, work part of the time, earn but experience..... . Sign on and fly north on our Charter-express Flight..... .

The Calgary Group further suggests that certain types of people are more likely to persist (their report, p.49) and that recruiting groups of people should pay off (p.41). They even visualize a form of social contract - maximizing the use of the community's human resources while minimizing the importation of materials (p.51-53). This is the opposite of normal, but could facilitate diversification and the ability to retain people. O'Toole also notes the value of half-time jobs for young married couples (loc. cit. p.105).

A further potential group of employees exists who could have motivation and little to go back to. These are the fathers and their families from which they have been displaced by the workings of the U.S. AFDC Act referred to above.** The comparison when the labour supply gets

*O'Toole, ref. 3, page 4.

**Appendix I, p.1. AFDC: Aid to Families with Dependent Children.

rough as expected in the early '80s is between immigrants and North Americans such as these, the past record of whom can be determined. While there are obvious dangers, there are equally possibilities.

3. The next step is the adjustment of the under 30 sex ratio to 1:1.* The most effective way of retaining a young man in the north is still a girl. Fortunately the women's movements and the development of servo-controlled machines is making this much more possible.

A corollary to this is accommodation for youngsters. This should be along the lines of university residences, but under the youngsters' not the company's, control (as now in universities).

4. This deals with culture and the penalties paid by anyone who moves more than a relatively short distance from a major centre. We freight-equalize power across provinces but not culture. Why not? If telephone links exist, as they must, FM can follow. All homes supplied should be wired for cable and phone just as they are for electricity. TV networks should clearly be x channels Federal, y channels Provincial, and z channels local, with one or two always reserved for native peoples. The z channels are paid for by the x + y channels. The phone companies have considered uniform rates to reduce the cost of calls to and from the north.

In this way all that is available in Vancouver would be available at Kitimat, or Edmonton at Athabaska, in Quebec City at Wabush or Gagnon, etc.

Behind this lie the further opportunities in electronic business, the new development of the '80s. This utilises the speed and distance-removing capability of electronic communications to displace the horse-and-buggy era of doing business by physically moving objects and people for each transaction. It is beginning now with electronic banking and dating; it has a long and surprising way to go.

*Lajzerowicz, J. et al. have summarized statistics in these areas in "Mining Communities in Canada," Dept. of Energy, Mines and Resources, 1974.

SUMMARY

By looking at the design of communities through human eyes, a new perspective is gained on some of their persistent problems. By doing so, new approaches to the problem of stable workforces can be obtained, which appear promising.

FIGURE 1 - MATRIX OF THE INDIVIDUAL AND HIS RELATIONSHIPS

The Individual and		Hierself Hiers Family
SELF	Hierself	
G R O U P S	Hiers family	
	ethnic	
	linguistic	
	religious	
	work	
	recreational	
	professional	
	class	
A U T H O R I T I E S	health	
	educational	
	Community	
	organizations	
	Agencies	
	Institutions	
E N V I R O N M E N T	Organizations	
	Provincial,	
	Federal	
ENVIRON- MENT	Governments	
	Man-made	
	Natural	

APPENDIX I - THE AMERICAN FAMILY

The present situation regarding the family in the United States has been documented in Senator Mondale's hearings on this subject.*

The main changes during the past twenty years have been: marriage one year sooner with one less child per family and parents living longer after their children have left the home. The average number of children per family is 2.4, of family members per household 3.3, and of persons per household 3.0. Families comprising three or four generations have continued to fall; older people increasingly live on their own.

The position of women has been changing noticeably. They are more employable, with more education and fewer children; homework has become easier, thanks to appliances; the wife's contribution to family income has steadily increased from 20% in 1958 to 27% in 1970; legal and social actions have removed some of their inequalities. Major discrimination still exists in pensions (none for mothers) and in tax, credit and mortgage treatment for single women or heads of households.

The main negative changes have been the continued development of segregation by age ('children educating children,' leading to peer dependence), physical segregation due to the destruction of neighbourhoods and communities, people segregation due to the influence of TV in reducing meaningful contact between family members, and generational segregation in which children rarely see adults work or gain knowledge of the adult world.

The other major negative change has been the passage of the Aid to Families with Dependent Children (AFDC) Act. In more than half of the U.S. states, this legally requires fathers to leave home in order that the mother and children can qualify for assistance. This marks the final humiliation of a man who thus finds himself a total failure, unable to get and hold a job which will support his family, with predictable consequences. The number of one-parent families has consequently increased, giving rise to an increasing demand for day-care centres for the working mother. A further concomitant is a rising divorce rate with poorer women refusing to remarry (in contrast to the situation with better-off women).

A dual labor market has thus quietly developed. The primary labor market has high wages, good working conditions, employment stability, job security, equity and due process in the administration of work rules, and chances for advancement. The secondary labour market usually involves low wages, poor working conditions, considerable variability in employment, harsh and arbitrary discipline, and little opportunity to advance,

*"American Families: Trends and Pressures," 1973, Committee on Labour and Public Welfare, Sub-Committee on Children and Youth, U.S. Government Printing Office, 1974.

into which the poor sooner or later become locked. Middle-aged women have increasingly entered the work force during this period and displaced the young, the old, and minority men from the work force (or pushed them into the secondary labor market).

The effect of the increasing 'neglect' of children shows an increase in alcoholism, delinquency (up to 1 in 9), dropping out from school, use of drugs, running away from home, suicide (rate doubled), vandalism and violence. Other signs include a doubling in the infanticide rate (killing children under 1 year old, usually by the mother), increase in child abuse, an unwillingness of either parent to take the child in a divorce, and the new phenomenon of the disappearing mother. Socio-economic studies label broken homes, overcrowded housing, and the education of the household head as the best correlants with student achievement in schools, not race, colour nor ethnic background. The primary cause of marital instability and family distress among the poor is unemployment and underemployment.

The cause of the troubles is not far to see. In the American way of life families are judged by their possessions; better to have two jobs and no time for the children than not to possess! The American educational system is also isolated from social concern and from the community. This is reflected in U.S. government policy which, unlike European nations or Israel, has no family policy and no agency dealing with the family as a unit. Hence the contradictory policies. In McLuhan's language it forms a perfect example of linear, sequential, fragmented thinking, each individual step of which may make economic sense, but the totality of which makes social nonsense.

The cure lies in rejecting fragmentation and treating the family as the only basic unit capable of producing a responsible adult; introducing supportive services (counselling, home-making, day and foster care) and preventive services (family life education, nutrition, health, cultural enrichment, vocation and career guidance); backing family viability and keeping the father in the family; introducing the family impact statement (analogous to the environmental impact statement) as a check on the effects of legislation on families; reinforcing cross-age activities and re-forming neighbourhoods and communities; tackling the un- and underemployment situation; and abandoning the attempt to solve human problems by referring them to impersonal institutions in the shape of governments, government agencies, or the courts.

The final word comes from Dr. Carolyn Moynihan, Director of Clinical Services at the Groome Center, Washington, D.C.* Emotional difficulties cannot be solved between two people; the presence of a third

*Moynihan, C., "Life in a Vacuum - The Nuclear Family," in the session 'Families and Systems,' Society for General Systems Research Conference, New York, 27 January 1975.

is essential. As the nuclear family gets smaller (down to 3.0 persons per household in 1973 from 3.7 persons in 1940), the point of its fragmentation and breakdown gets dangerously close. Thus, the building up of households, or for that matter, of substitute households which effectively increase the number of people in 'the group' becomes vital. The reversal of the trends to separateness - between generations, between people, within communities, deinstitutionalization not more institution-alization, etc. - become the necessary policies.